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Name/version of map: **LGBT Core Strength District 3 - Map Presentation**

Name of individual submitting map: **Linda Perine**

Date submitted: **6/7/11**

Council District of residence (or neighborhood/community) **District 3**

If submitting on behalf of organization or as part of an organized group, name of organization:  
**LGBT Redistricting Task Force**

Title/affiliation with organization: **Chair**

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Please indicate if you would like your contact information posted with map: **YES**

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Please initial that you understand the following disclaimer: I understand that submission of my map does not in any way imply endorsement or support by the Redistricting Commission. **lsp**

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June 6, 2011

Chairperson Anisha Dala and Commissioners

City of San Diego Redistricting Commission

1010 Second Ave, Suite 1600

San Diego, CA 92101

Dear Chairwoman Dahal and Commissioners:

First of all, on behalf of the LGBT Redistricting Task Force, please accept my gratitude for your service to our City.

I am writing you as Chair of the LGBT Redistricting Task Force. This task force was created by the San Diego LGBT Community Leadership Council (CLC). The CLC is a federation of San Diego LGBT and allied not-for-profit organizations. Among its 50+ members are the ACLU, the San Diego Democratic Club, the LGBT Center, Log Cabin Republicans, Mama's Kitchen, San Diego Pride, GSDBA, the Imperial Court, Lambda Archives, Lambda Legal, P-FLAG, Diversionary Theater and most of the LGBT non-profits in the LGBT community which is centered in District 3.

The Task Force was charged with protecting and enhancing a LGBT Community of Interest City Council District and encouraging education and participation among other communities of interest in the city.

The attached information and map are the Task Force's best efforts regarding those charges.

Thank you for your kind attention to our efforts and to the efforts of all San Diegans in this wonderful exploration of democracy and citizen involvement in municipal governance.

Kindest Regards,

Linda Perine



# **City of San Diego 2010 Redistricting**

## **A Proposed District 3**

**2010 Redistricting Commission**  
**LGBT Redistricting Task Force Presentation**

1. Historical Context
2. Grateful for the Opportunity We Have Been Given, Yet We Are Still Not Safe
3. Community of Interest
4. Data Guidelines for Redistricting Proposal
  - a) No on 8 vote
  - b) Registered Domestic Partnerships
  - c) HRC membership
  - d) GSDBA membership
  - e) LGBT Social and Cultural Venues
5. LGBT Core Strength District 3
  - a) No on 8 vote as a defining metric
  - b) Core Strength Neighborhoods/Census Tracts
  - c) Population Adjustment
  - d) Community of Interest Summary
6. Supporting Other Communities of Interest - The Second Latino Empowerment District
7. Additional Themes and Similarities Unite The Proposed District 3
8. Numbering
9. Comments on Other Maps
10. Letters of Support

## Historical Context

District 3 did not happen by accident. It came at the end of a long process of activism that began in the middle 1970's, when the LGBT community first began to organize to achieve its rights through the political process. The first gay political organization, the San Diego Democratic Club (SDDC) was founded in 1975, immediately after same-gender sexual relations were decriminalized in California. The first openly gay candidate for City Council, Al Best, ran in 1979, and the second, Neil Good, ran in 1987. In those years primary elections were held in the districts, and the top two candidates from each district then ran citywide in the general election. This made it very difficult for minority candidates. The LGBT community joined in coalition with other groups to pass an initiative for exclusively district elections, which passed after multiple attempts in 1989.

Following the 1990 census, the community worked very hard in the redistricting process to achieve a district in which a qualified LGBT person would have a realistic chance to win. The present district map, south of Interstate 8, is very much the handiwork of gay Attorney Charles McKain. McKain used mailing lists from the SDDC and other community organizations to determine where the most LGBT people were and what boundaries would best encompass them, while not disadvantaging other minority groups, (who were doing the same thing). The result was District 3, centered on Hillcrest, North Park and University Heights.

In the first election using the new map (1993), Christine Kehoe won the 3<sup>rd</sup> district, to become the first open LGBT elected official in San Diego. She was re-elected to a second term and followed by Toni Atkins, who also served 2 terms. The seat is currently held by Todd Gloria, while Kehoe now serves in the State Senate and Atkins in the Assembly.

Given this history, the LGBT community has a very strong interest in preserving a 3<sup>rd</sup> district that can continue to be represented by a member of the LGBT community.

## **Grateful for the Opportunity We Have Been Given, Yet We Are Still Not Safe**

When given an opportunity to create a safe haven for the LGBT community in District 3, our community responded with energy and enthusiasm. The consecutive election of Christine Kehoe, Toni Atkins and Todd Gloria to the D3 Council seat speaks loudly to how much our community appreciates the opportunity this district offers us for “fair and effective representation”. Senator Kehoe and Assembly member Atkins have continued their career in public serve in the state legislature.

Beyond elected representatives, many individual members of the LGBT community have, and do, serve on boards and commissions throughout the city. The LGBT Center offers a myriad of services to the community. Mama’s Kitchen, which started as a food service for people with AIDS, has expanded its services to include cancer victims. Gay4Good and Empowering Spirits were created to reach out to the community at large with good works and support. Auntie Helens, our various food and Christmas toys drives, elder care initiatives, homeless shelters show that the LGBT community has an historical awareness that community is not just important; for many of us it can be essential to survival.

The creation of a District to represent the LGBT Community of Interest is striking in its success. It did **exactly** what the Voting Rights Act and the recognition of communities of interest are intended to achieve. It gave an opportunity for representation to a group that would not otherwise achieve fair and effective representation.

While the LGBT community has made huge strides nationally, at the state level and, especially, at the city level, we are still very far from full equality. The tragedies of the past year involving bullying, constant news of physical and verbal attacks, the ongoing and well-funded efforts of entities at the national and local level to deny basic civil rights to the LGBT community– all these things serve to remind us that while it is much better, we are still not safe.

## **We Truly Are A Community of Interest**

According to Article 21 of the California Constitution, a community of interest is “a contiguous population which shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation”. Section 5.1 of our City Charter states that “to the extent it is practical to do so, districts shall preserve identifiable communities of interest”.

San Diego’s LGBT population has been concentrated around the core of the present district 3 since the early 1970s, and its status as a community of interest was recognized in the redistricting following the 1990 and 2000 census.

We are both a political and a social community. Most of our social service agencies, which we had to create for ourselves in the early years of heavy discrimination, are located here. This includes our primary agency, the San Diego LGBT Community Center. It includes numerous agencies we created in the 1980s to assist people living with HIV and the offices of San Diego Pride. We learned a lot about taking care of each other in those years. Most of our social clubs, cultural groups and athletic leagues are also located here.

Advancements in the political area have reinforced advancements in the social area and vice-versa. For example, our first Pride parades were lonely political protest marches; the current parade is the second largest annual tourist event in San Diego.

Both social and political advancements have been greatly accelerated by having our own elected representatives on the council. Discrimination against us is less than it used to be, but it is not gone. To continue progress, we still need our voice at the table.

The Commission has been clear in its mandate to listen to the voices of the Citizens of San Diego in determining the existence of a community of interest. Testimony from the community is the evidentiary basis upon which a community of interest is founded.

Our LGBT community has stood strong and proud at several of the Redistricting Public Hearings. Our sign-in sheets show attendance of 40+ people at the 3/21/11 hearing. 50+ folks signed our sheet for the 5/2/11 hearing. Our estimated total attendance would be @ 100-120. About 850 people attended the multiple hearings throughout the city. Our presence @15% of all those attending shows how committed the LGBT community is to this process. In addition, our LGBT folks submitted @60-70 written comments and attached you will find letters of support from various individuals and groups.

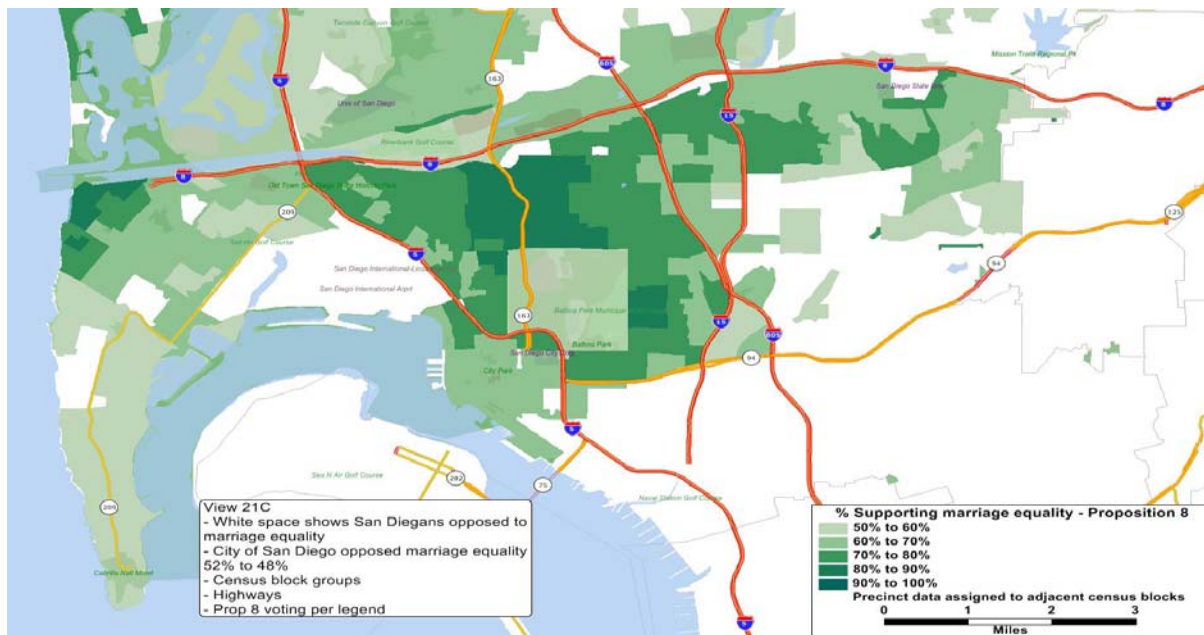
We are truly a community of interest and we are a community that is *interested* and fully engaged in the redistricting process.

## Data Guidelines for Redistricting

When it comes to redistricting, the American LGBT community starts off at an automatic disadvantage. The US census, the fundamental basis for all redistricting decisions, doesn't track sexual orientation. This fundamental disregard is another example of societal and institutional marginalization of the LGBT community. To be fair, the 2010 American Community Survey will track same sex relationships, but that information is not available until June or August, depending on who you ask. Either way, it is too little, too late for our purposes.

As a result, the LGBT community has to use other benchmarks to provide evidence of our geographic community of interest. We began by looking at areas that voted heavily in 2008 to support marriage equality. The darker green areas on the map show the strongest support for marriage equality.

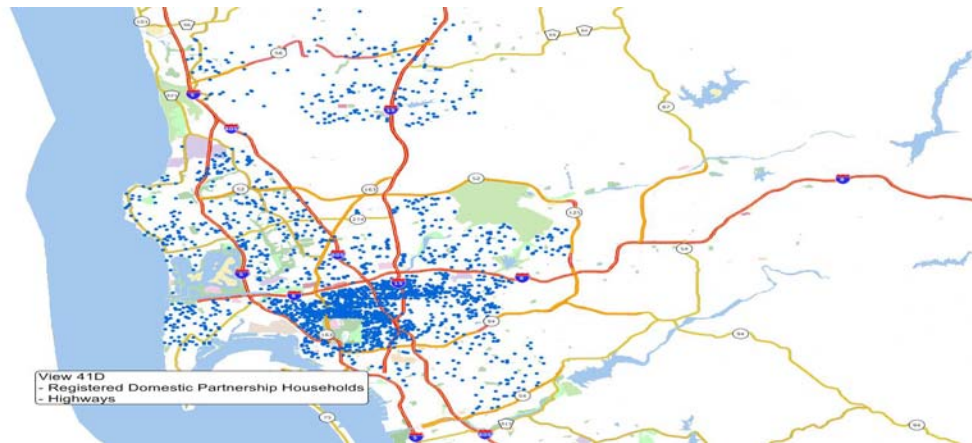
### Support for Marriage Equality Density Map



Next, we studied areas that had high concentrations of [domestic partnership registration](#), from information obtained from the California Secretary of State.



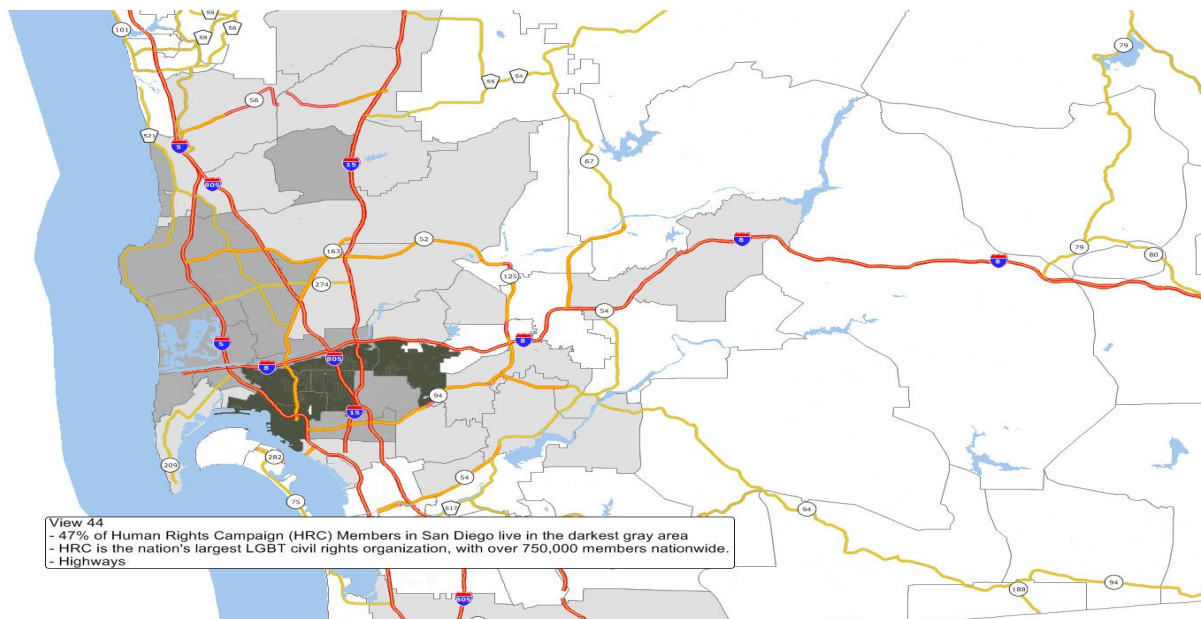
### Registered Domestic Partnerships Density Map



Both of these maps reflect a very high concentration of LGBT and LGBT friendly population in certain neighborhoods.

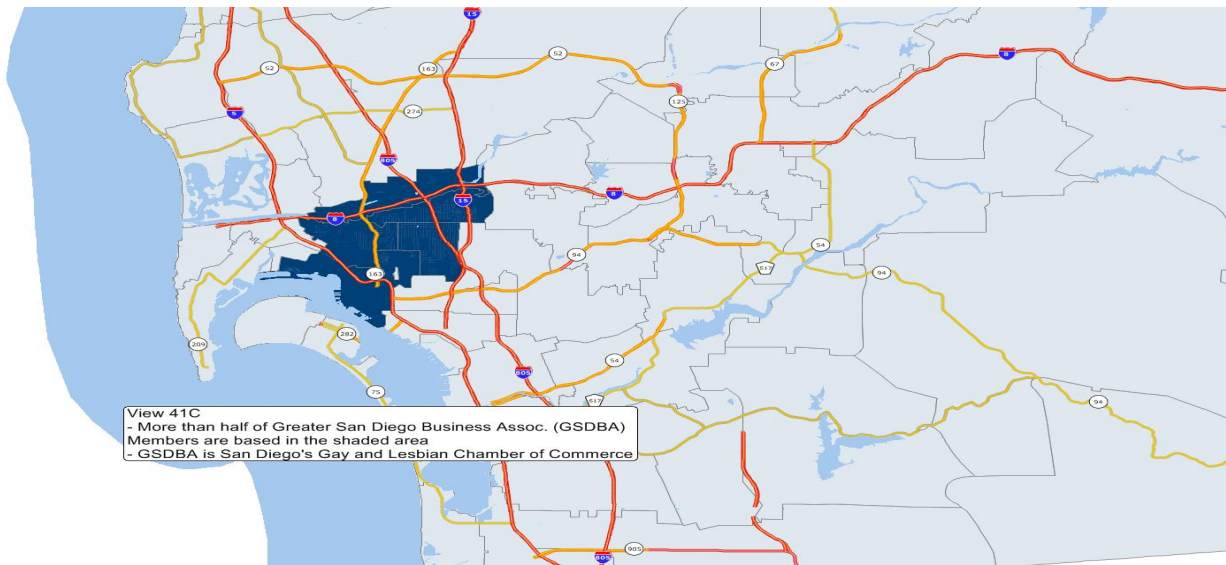
We then mapped the concentration of contributors and/or members of the [Human Rights Campaign](#), which is the largest national civil rights organization for the LGBT community. The darker areas reflect a higher concentration of membership.

### LGBT Civil Rights Organization Membership Density Map



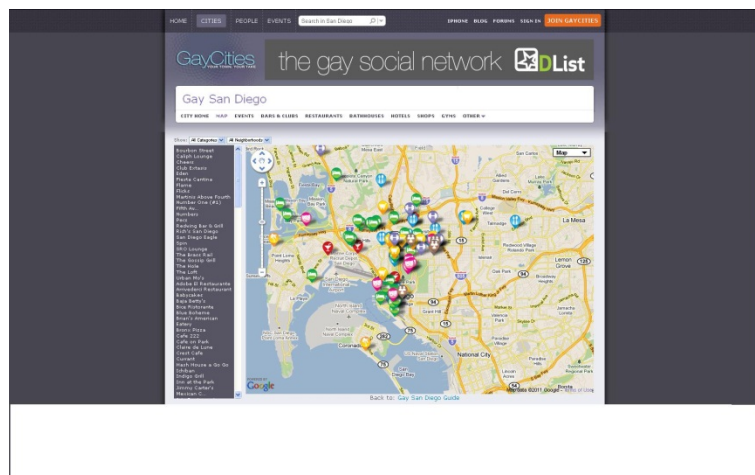
We looked at the business community and mapped membership in the [Greater San Diego Business Association](#) which is the LGBT Chamber of Commerce. The darkened area represents where more than 50 percent of the total membership is based.

### LGBT Chamber of Commerce Membership Density Map



We also provide a map of restaurants, bars and other businesses catering to the LGBT community. The consistency of the contours that each map provides is clear cut evidence of the parameters of our community of interest.

### LGBT Social and Cultural Venues



Thus, looking at the facts, unclouded by expectations or agendas, the placement of the district lines for the LGBT community of interest is pretty clear-cut.

The boundaries of this council district would have Interstate 8 as its northern boundary, with [Interstate 5](#) providing the northwestern boundary, then San Diego Bay serving as its southwestern boundary. The south side of Balboa Park/A Street provides the southeastern boundary and [Interstate 805](#) sets most of the eastern boundary. The neighborhoods of a portion of Normal Heights, [Kensington](#) and [Talmadge](#) round out this list of heavily LGBT and LGBT friendly neighborhoods.

### LGBT Core Strength District 3

In the 2008 general election a proposition was placed on the ballot. The purpose of this proposition was to deny the fundamental right to marry to gay and lesbian citizens. That proposition, Prop 8, passed in the City of San Diego by a percentage of 52—48.

However, in some neighborhoods, that unprecedented assault on the civil rights of a group of citizens was resoundingly rejected. In percentages ranging from 61% to 83% these neighborhoods stood strong for the civil rights of the LGBT community. It is our premise that these neighborhoods should form the core of the LGBT Community of Interest in drawing the 2010 redistricting map.

Let's look at the numbers and the neighborhoods:

Neighborhood	Prop 8 No	Prop 8 Yes	No vote as % of total
HILLCREST	7248	1465	83.2%
BURLINGAME	448	106	80.8%
UNIVERSITY HEIGHTS	5647	1411	80.0%
SOUTH PARK	2191	686	76.2%
NORTH PARK	14618	4728	75.6%
BALBOA PARK	106	37	74.1%
PARK WEST	3157	1125	73.7%
ADAMS NORTH	2015	750	72.9%
LITTLE ITALY	783	294	72.7%
HARBORVIEW	491	191	72.0%
MIDTOWN	1852	773	70.5%
MISSION HILLS	2290	960	70.5%
NORMAL HEIGHTS	2735	1162	70.2%
KENSINGTON	2423	1055	69.7%
CORTEZ	1207	565	68.1%
OLD TOWN	613	294	67.6%
EAST VILLAGE	2126	1154	64.8%
CORE-COLUMBIA	1023	577	63.9%
MARINA	1391	786	63.9%
GASLAMP	345	208	62.4%
TALMADGE	2307	1427	61.8%
HORTON PLAZA	377	240	61.1%
CITY HEIGHTS	4600	4653	49.7%

The strongest LGBT Community of Interest district would be comprised of the neighborhoods with the most support for LGBT civil rights. The average support for marriage equality in the

selected neighborhoods is 74%. This is 50% more than the percentage support in San Diego at large and City Heights.

As previously shown, every **other** metric that we have supports inclusion of this set of neighborhoods in the LGBT Community of Interest:

- Concentration of Registered Domestic Partnerships
- Support for LGBT Civil Rights
- Membership in LGBT Chamber of Commerce
- Location of businesses catering to the LGBT Community

**Here are the neighborhoods that make the strongest possible LGBT District:**

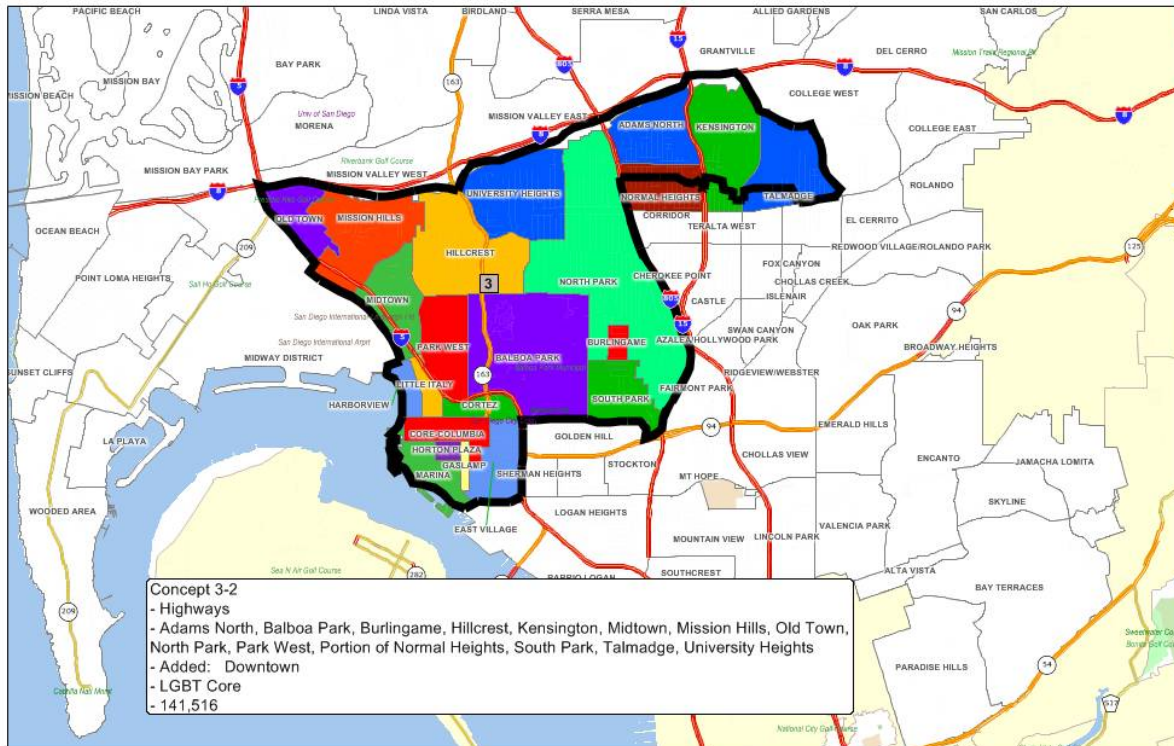
Adams North	Mission Hills	Core Columbia
Balboa Park	Midtown	Cortez Hill
Burlingame	Old Town	East Village
Hillcrest	ParkWest	Gaslamp
Kensington		Horton Plaza
Normal Heights		Little Italy
Northpark		Marina
Southpark		
Talmadge		
University Heights		

**The census tracts included in this district are:**

100	900	4300	5900
201	1000	4400	6000
202	1100	5200	6100
300	1200	5300	a portion of:
400	1300	5400	1600
500	1400	5500	6500
600	1500	5600	5100
700	1900	5700	1800
800	4200	5800	2001
			2002

**Note about Golden Hill:** The percentage of No on 8 votes in Golden Hill was 72.9%. Clearly, it qualifies as a core strength neighborhood. However, the 2<sup>nd</sup> Latino Empowerment District requires neighborhoods with a very high percentage of Latino population, so we have deferred to the needs of that VRA district.

### LGBT CORE STRENGTH DISTRICT 3



Population	Ideal Value	Deviation	% Deviation	% Hispanic Origin	% White	% Black	% AmIndian	% Asian	% Hawaiian	% Other
141516	144,624	-3,108	-2.15%	22.24%	71.73%	7.3%	0.79%	6.34%	0.33%	8.71%

This map brings together a clearly identifiable community of interest in order to retain common activities, social and lifestyle patterns typical and desired by members of the area.

It meets the California constitutional standard of “a contiguous population which shares common social and economic interests that should be included within a single district for purposes of its effective and fair representation.”

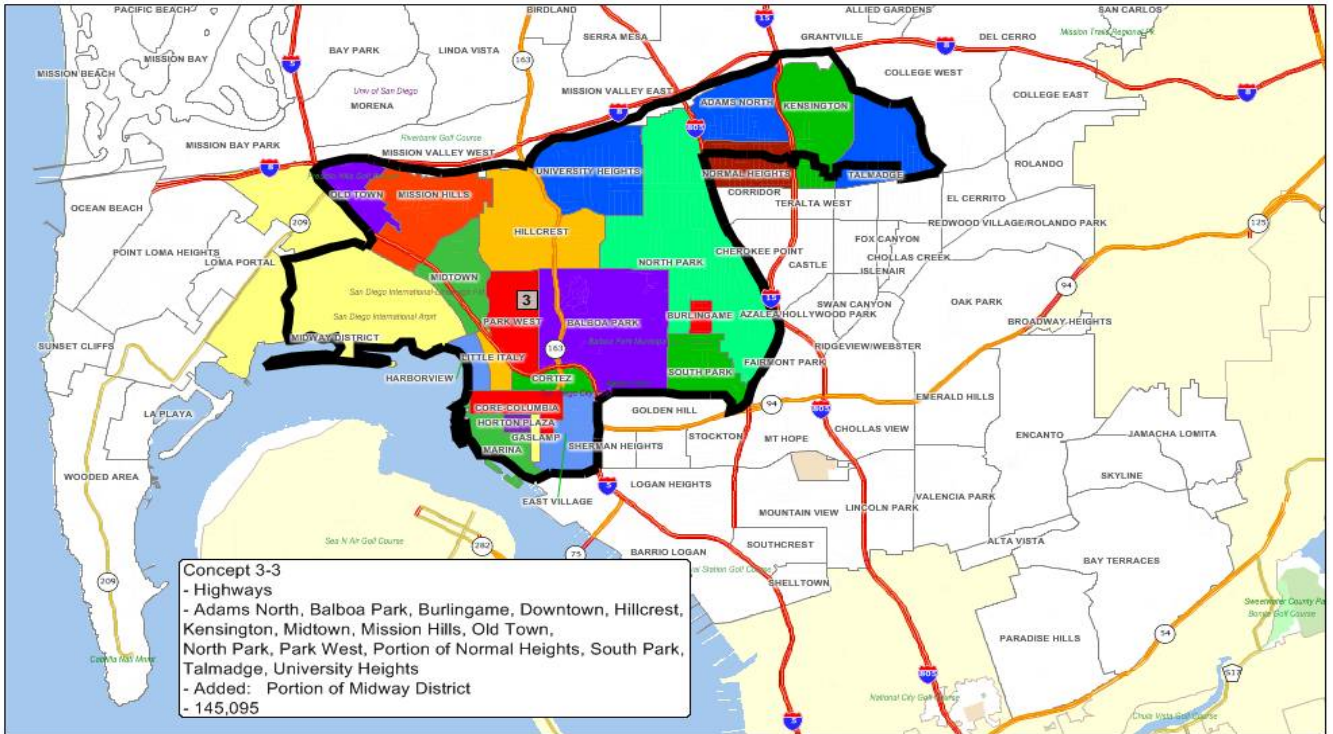
It meets all the essential ingredients set out in the charter:

1. The population is 141,516 with a minimal deviation of 2.15% from the target population of 144,624.
2. It is drawn with total deference to the Voting Act requirements of adjacent districts to the east and south.
3. It is drawn without reference to race as a sole qualifier.
4. It is geographically compact.
5. It is composed of contiguous territory.
6. It respects natural boundaries, streets and city boundary lines.



7. It represents, encompasses and celebrates our diverse LGBT community of interest.

If we add the airport which has very little population, but strong ties to uptown/downtown, and the Marine Corp Recruitment Depot, which has strong ties to the Balboa Naval Hospital, we reach a population of 145,095 with a deviation of .33%.



Population	Ideal Value	Deviation	% Deviation	% Hispanic Origin	% White	% Black	% Amindian	% Asian	% Hawaiian	% Other
145095	144,624	471	0.33%	22.14%	71.97%	7.22%	0.81%	6.25%	0.33%	8.64%

Added Neighborhood: a portion of the Midway District

Added Census Tracts: 6200, 6300

**In summary:** the LGBT Community is a community of interest.

1. We share common social interests specifically related to our same sex affection and affiliation.
2. We share common social and economic burdens because of societal prejudice against same sex affection/affiliation.
3. We have created businesses and social support networks that are concentrated in a particular geographic area specifically oriented toward LGBT interests.
4. The history of our District 3 shows how important and successful the empowerment of the LGBT community has been.
5. The recognition of D3 as a LGBT Community of interest has led directly to “effective and fair representation” of the LGBT community of interest.
6. We have come together to be among people who share the same goals and values in a specific, identifiable geographic area which creates the district shown in this map.

This map joins together the neighborhoods that have demonstrated most strongly a commitment to the advancement of LGBT civil rights **and** the strongest social and economic ties.



## **Supporting Other Communities of Interest - The Second Latino Empowerment District**

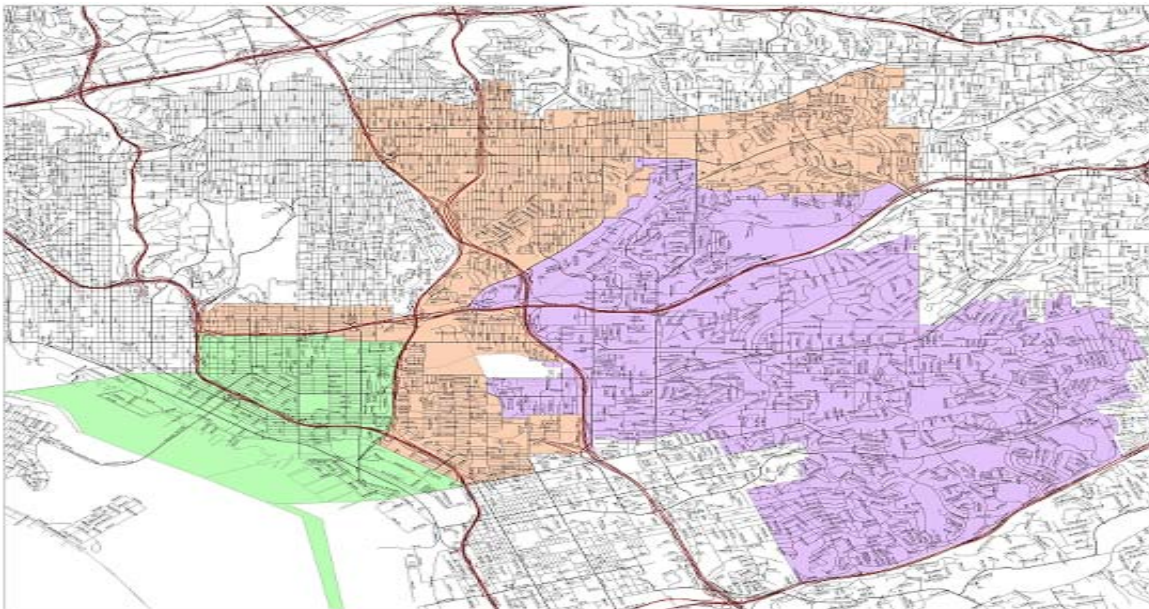
The Voting Rights Act of 1965 mandates that if identifiable concentrations of a specific list of community groups can be identified, districts must be drawn that maximize those communities' likelihood of electing representatives in comparison to their percentage in the overall population.

The 2010 US Census showed that approximately 1/3 of San Diego's population is Latino. The Voting Rights Act therefore requires that, if requested, a second Latino empowerment District HAS to be created. Latino Community leaders representing over 40 Latino groups have requested a second District. 2010 Census information indicates the largest concentration of Latinos outside of the current empowerment District is City Heights. Without City Heights, a second Latino empowerment District is not possible.

A portion of City Heights is located within the current lines of District 3. In order for a second Latino Empowerment District to be drawn, the population dense City Planning Area of City Heights must become part of that new district.

While it is disappointing to many of us in D3 to not include vibrant City Heights and the LGBT supportive Golden Hill, keeping or adding those neighborhoods to District 3 would hamstring the efforts of the Latino Community of Interest to create a second empowerment district. That would be detrimental to the ultimate goal of creating city council districts that will result in a city council that more closely represents the wonderful diversity of San Diego.

### **Second Latino Empowerment District (Pink)**



Compliance with Voting Rights Act cedes City Heights and Golden Hills to the Second Latino Empowerment District. Consequently, the addition of Mission Hills, Midtown, Park West, Old

Town, a portion of Midway and the downtown neighborhoods is required to bring the requisite population to the new District 3 and maintain our LGBT core strength district.

### **Additional Themes and Similarities Unite Proposed District 3**

There are other similarities and themes that unite this proposed district.

#### **Heritage and Neighborhoods of Character**

The **“Heritage District”**, supported by the Hillcrest Town Council and other preservation groups, envisions a district composed of neighborhoods that circle Balboa Park and share common infrastructure issues.

“These neighborhoods are generally composed of older homes and have similar civic needs and issues. They are heavily dependent on the maintenance of San Diego’s infrastructure and basic city services, but benefit less from some of the other city activities. These neighborhoods all share common concerns about development, re-development, and historical preservation”.

On the whole, we believe a district drawn by the heritage criteria would be a welcome and matching community of interest. It draws a council district 3 that looks very much like the LGBT Redistricting Task Force proposed district.

We diverge from this Heritage District in a couple of ways:

1. Golden Hill, while clearly fitting the criteria of a “Heritage” area is an important component of the proposed Second Latino Empowerment District and, as such, must be ruefully ceded to the VRA district.
2. We do not share the disinclination to include Downtown in this district. Many of the themes that come together in the “Heritage District” are fully applicable to downtown. The uptown/downtown idea of an urban living. There are many common transportation and infrastructure issues. Redevelopment has, and will continue in some form, to significantly impact downtown and large portions of the proposed D3. We think Downtown is a perfect fit for a Heritage District and the LGBT District. Tying these concerns and opportunities of infrastructure, redevelopment and heritage together in one district makes sense.

#### **Tourism**

Another set of themes and concepts that draws a district compatible with the LGBT Core Strength District 3 is **tourism**. Downtown, the bayfront and Balboa Park are the tourist meccas of San Diego. Comic Com and the San Diego Pride festival are the 2 largest tourist festivals in the city. The airport and port are the entry ways of tourism to the city. The flight path to Lindberg has a huge impact on the proposed District 3. The proposed District 3 would have the highest concentration of businesses tied to and serving tourism. Combining these concerns and opportunities together in one district would be more efficient.

## **Acceptable Alternatives**

If one looks at District 3 as being the district of urban villages and the core neighborhoods of San Diego, a move further to the west has some logical consistency. For example, the commission may determine that the neighborhoods of Kensington and Talmadge would make more sense tied into the Second Latino Empowerment District or even a Mission Valley centric district.

In order to pick up lost population, District 3, in keeping with a tourism community of interest, could extend west and south on the Point Loma peninsula to pick up the Cabrillo National Monument Park. This could tie together San Diego's premiere parks and open spaces and combine the tourist oriented bay front into one district. The neighborhoods most affected by airport traffic would also be combined into one district.

Of course, we prefer the map we gave you. However, we recognize that there are many competing values in this process. We recognize that the vibrant urban core of San Diego has many communities of interest that could be tied together in one beautiful mosaic while including most of the LGBT Core Strength neighborhoods.

## **Numbering**

Since its inception, District 3 has been synonymous with the "Gay District". All over the nation D3 is famous for its gay friendly environment and leadership in the LGBT community. It is part and parcel of our Community of Interest. While some, perhaps significant, changes to our boundaries are inevitable and desirable, we urge you to retain the core of our district and the number at its core. District 3.

## **Comments on Other Maps**

### **Community of Unity**

This map makes some substantial changes from the map that we submitted. It ties together other communities of interest with the LGBT community of interest to create a tourism-military-LGBT communities of interest District. As mentioned above, there is much to recommend this unified approach to the redistricting process. This map was drawn with full consultation among the various communities of interest and deserves serious consideration.

### **San Diego Taxpayer Association Map**

This map was presented as being “LGBT Friendly”. From the LGBT Redistricting Task Force perspective there are some serious problems with this map. The map was presented to the commission with the implication that it was supported by Equality California. This is not factual. I have included a letter from Equality California regarding this unauthorized use of EQCA data and association.

There are several problems with this map from the LGBT community perspective. I will briefly list them.

1. It was drawn without conversation with or input from any member of the San Diego LGBT community. (I confirmed this with the consultant.)
2. Some of the data is a decade old and does not reflect current demographics.
3. It includes an area North of Highway 8 that has very little in common with District 3. This was done, according to the consultant, to get population and has no other justification.
4. It includes Golden Hill. As I mentioned above, Golden Hill meets the criteria we used to create our LGBT Core Strength District 3. We have, however, deferred to the Voting Rights Act needs of the Second Latino Empowerment District. The Taxpayer map does not have a Second Latino Empowerment District.
5. It includes Sherman Heights and Grant Hill in District 3, thereby splitting the Historic Barrio District and removing two high population Latino neighborhoods from the VRA District. Since neither of these neighborhoods showed high LGBT factors on the mapping data source, their inclusion is without support.

6. It includes a section of City Heights for “stability”. This neighborhood also has no LGBT factors according to their mapping data source. This anomaly was included, according to the consultant, because the incumbent council member resides there.

We certainly welcome the inclusion of many LGBT core strength neighborhoods in this map. Unfortunately, they have included in District 3 many neighborhoods that are not supported by LGBT factors from their mapping data or any other allowable criteria. The inclusion of these neighborhoods renders this map, as currently drawn, detrimental to the needs of the Latino Empowerment Districts and the LGBT Core Strength District.

### **APAC Map**

There are several problems with this map from the LGBT community perspective. I will briefly list them.

1. It was drawn without conversation with or input from any member of the San Diego LGBT community. (I confirmed this with both the co-convener of and consultant for APAC.)
2. It includes Golden Hill. As I mentioned above, Golden Hill meets the criteria we used to create our LGBT Core Strength District 3. We have, however, deferred to the Voting Rights Act needs of the Second Latino Empowerment District. The APAC map does not have a Second Latino Empowerment District.
3. It includes Sherman Heights and Grant Hill in District 3, thereby splitting the Historic Barrio District and removing two high population Latino neighborhoods from the VRA District. The purpose for this would appear to be weakening the voting rights districts, as the connection to the LGBT core strength neighborhoods is difficult to ascertain.
4. It also includes the neighborhoods of Stockton, Mt. Hope and Mountain View. These neighborhoods are very important to both of the Latino Empowerment Districts. Each of these neighborhoods voted **in favor** of Proposition 8 by greater than 64%. To suggest that they form an LGBT core strength district is without substantiation.
5. It includes a section of City Heights which is not justified by LGBT factors. This anomaly was is very similar to the anomaly in the Taxpayer map.

The LGBT Redistricting Task Force has been, and still is, firmly in favor of an API Community of Interest District. San Diego’s API population is large and growing. We feel that they satisfy

many of the criteria for community of interest and support them in their attempts to form a representative district. We are extremely disappointed in their suggestions for District 3 and hope we have given the commission strong reasons to disregard those suggestions.

Attached please find letters of support.

Attached please find a letter from the Interim Executive Director of Equality California regarding the San Diego Taxpayers Association map and the unauthorized use of Equality California information.

This concludes our presentation. Thank you again for your service to our city and your kind attention to our suggestions.

Linda Perine

Chair, LGBT Redistricting Task Force